

2063

CONTRACT AGREEMENT

Between

Borough of Fair Haven

and

PBA Local #184

January 1, 1990 -- December 31, 1992

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#### PREAMBLE

This contract entered into this 12<sup>th</sup> day of December 1989, by and between the Borough of Fair Haven, in the County of Monmouth, the State of New Jersey, (hereinafter referred to as the Borough) and the Fair Haven Police Department section of PBA Local #184 of the Boroughs of Rumson and Fair Haven, (hereinafter referred to as the Association and/or Employees).

#### RECOGNITION

(A) The Borough hereby recognizes the Association as the exclusive collective negotiations agent for all-time Police Officers except the Chief and probationary police officers employed in the Police department of the Borough of Fair Haven.

(B) The title of Police Officer shall be defined to include the plural as well as the singular and female as well as male.

### SCOPE OF PROCEDURE OF NEGOTIATIONS

Negotiations shall proceed in an orderly manner. The Association shall be represented by three (3) members of the Fair Haven Police Department and the Borough shall be represented by the Police Committee of the Mayor and Council. No person other than ones designated heretofore shall attend negotiation meetings. Legal counsel for each party may attend upon prior notice to the other party.

Meetings shall be held as often as necessary at mutually agreed upon times and places to reach a fair and equitable settlement. Should settlement not be reached and either the Borough or the Association feel they have reached an impasse, they shall notify the other in writing of their intention to seek outside assistance.

### PROBATION

Each new Police Officer shall be required to serve a probationary period of a minimum of eleven (11) months. Regular appointment shall be contingent upon satisfactory completion of the basic Police Training Program recognized by the New Jersey Police Training Commission and the recommendation of the Chief of Police that the probationary officer has successfully completed his probationary training with the Borough of Fair

Haven.

This Agreement does not apply to Probationary police officers.

#### ANNUAL BASE SALARY

The Schedule of base salaries herein below set forth shall be effective for the designated positions from January 1, 1990 through December 31, 1990.

Captain . . . . .	43,972.00
Lieutenant . . . . .	41,122.00
Sergeant . . . . .	38,694.00
Patrolman Class V . . . . .	36,652.00
Patrolman Class IV . . . . .	33,624.00
Patrolman Class III . . . . .	31,137.00
Patrolman Class II . . . . .	28,207.00
Patrolman Class I . . . . .	25,719.00

from January 1, 1991 through December 31, 1991,

Captain . . . . .	47,160.00
Lieutenant . . . . .	44,103.00
Sergeant . . . . .	41,499.00
Patrolman Class V . . . . .	39,309.00
Patrolman Class IV . . . . .	36,062.00
Patrolman Class III . . . . .	33,394.00
Patrolman Class II . . . . .	30,252.00
Patrolman Class I . . . . .	27,584.00

and from January 1, 1992 through December 31, 1992.

Captain . . . . .	50,697.00
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Lieutenant . . . . .	47,411.00
Sergeant . . . . .	44,611.00
Patrolman Class V . . . . .	42,257.00
Patrolman Class IV . . . . .	38,767.00
Patrolman Class III . . . . .	35,899.00
Patrolman Class II . . . . .	32,521.00
Patrolman Class I . . . . .	29,653.00

The "Class" designation shall refer to the number of years a patrolman has been a member of the Police Department, i.e. Class I has completed one (1) year of service; Class II - two (2) years; Class III - three (3) years; Class IV - Four (4) years; Class V - five (5) or more years of service.

## PAY PERIODS AND COMPUTATION

The Borough shall pay its employees twice a month, that is on the fifteenth (15th) and the thirtieth (30th) of each month, except February when the second pay shall be made of the final day of February.

The hourly rate shall be computed by dividing the annual salary by the number of hours in the employee's prescribed work year.

If payday falls on a holiday, paychecks shall be issued on the preceding workday.

## OVERTIME

Overtime for members of the Police Department, shall be as follows:

Local Court time . . . . . Time and 1/2 minimum of 2 hours pay when officer is required to be in court.

All meetings, including the bike program, narcotics programs, school programs, etc . . . . . Compensatory time and 1/2

## CALL IN PAY

Employees called into work outside of their regular scheduled shift, shall be guaranteed a minimum of two (2) hours pay at the rate of time and one half their hourly rate. In addition, employees shall be entitled to payment at the rate of time and one half for hours actually worked in excess of two (2) hours.

Court time other than local, which required appearance outside of normal duty shift . . . . .	Pay at the rate of time and 1/2.
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All authorized emergency duty . . . . .	Pay at the rate of time and 1/2, minimum for the first hour or any thereof;
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Replacement of regular shift . . . . .	Time and 1/2;
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Time worked over the eight (8) hour day of regular work week . . . . .	Rate of time and 1/2 for all time worked.
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Overtime for all Police Department personnel must be authorized by a superior officer before it is performed. The officer must sign the overtime authorization form, or if an officer is not available, he/she may be contacted by telephone.



The Chief of Police shall be advised of all authorized overtime.

### LONGEVITY

Effective January 1, 1990, longevity pay shall be as follows:

longevity pay for the years of continuous service as follows:

After the completion of four years service . . . . \$ 250.00

After the completion of five years service . . . . 400.00

After the completion of ten years and through  
fifteen full years of service . . . . . 750.00

After the completion of fifteen years and  
through the twentieth full year of service . . . . . 1150.00

After the completion of twenty years and  
through the twenty-fifth year of service . . . . . 1550.00

After the completion of the twenty-fifth year  
through thirty full years of service . . . . . 2050.00

After the completion of the thirtieth year  
of service. . . . . 2550.00

Effective January 1, 1991, longevity pay for years of continuous service shall increase by an additional \$75.00 for each step of the longevity plan. Effective January 1, 1992, longevity pay for years of continuous service shall increase by an additional \$75.00 per step over the amounts paid in 1991.

### HOURS OF WORK

Hours of work for Employees are as designated in the Department work schedule.

## HOLIDAYS

Full-time regular Police Officers shall be entitled to an extra days pay at their regular rate for thirteen (13) holidays as designated below. Payment shall be made in a lump sum on the 15th day of November of each year.

New Year's Day  
Martin Luther King Day  
Lincoln's Birthday  
Washington's Birthday  
Good Friday  
Memorial Day  
July Fourth  
Labor Day  
Columbus Day  
Veteran's Day  
Thanksgiving Day  
Christmas Day  
One (1) Floating Holiday

## PROMOTIONS

The Borough shall give preference for promotion and advancement to the present Employees. Recommendation for promotion and advancement shall be made by the Police Committee with the advice of the Chief of Police. The Committee will present its recommendations to the Mayor and Council for review.

### ANNIVERSARY DATE

For purposes of determining an effective anniversary date for salary step increases, longevity step increases, and increases for sick and vacation time, an employee hired prior to January 1, 1990 will have their effective date of hire calculated from January 1, of the year of their actual hire.

For employees hired after January 1, 1990, the date used for the purpose of determining the aforementioned salary and benefit increases will be January 1, of the year in which hired, if the employee is hired between January 1, and June 30, inclusive of that year. For employees hired after January 1, 1990 whose hire date falls from July 1, to December 31, inclusive, the effective date of hire will be January 1, of the next succeeding year.

For purposes of determining seniority for pension purposes, layoffs, offering of overtime, years of service on the job, and any and all other conditions, an employee's actual date of hire will be used.

### VACATION

Full-time regular Police Officer shall earn vacations, according to the following schedule:

Up to and including five years of service . . . . .	12 working days
After the completion of five years of service . . . . .	17 working days
After the completion of nine years of service and the twentieth year . . . . .	1 additional day for each year of service up to a maximum of 29 working days.

The Chief of Police shall determine the times and terms of the vacation leave according to departmental needs.

One week of vacation will be permitted to accumulate to the next year with the provision that the officer request this of the Chief of Police before October 1st.

### SICK LEAVE

If a Police Officer, is unable to report for work due to illness, this fact shall be reported to headquarters at least twelve (12) hours in advance, if possible.

If the officer is absent for more than one day, the

same policy shall apply. The headquarters officer shall notify the department head, who in turn, will make arrangements to have the shift covered if required. The Chief of Police shall be advised in all cases.

#### POLICY FOR ACCUMULATED INCENTIVE DAY COMPENSATION

Effective January 1, 1990, a full-time Employee who has been employed for at least five (5) consecutive years and who leaves employment in good standing shall be entitled to accumulated incentive day compensation at the rate of \$25.00 per day for each day of unused sick leave.

Effective January 1, 1991, the per diem rate for each day of unused sick leave shall increase to \$30.00, and effective January 1, 1992, the per diem rate shall be increased to \$35.00.

Regardless of the amount of incentive days accumulated, the maximum payment to an employee for unused sick leave shall be \$10,000.

#### METHOD OF ACCUMULATION

Each full-time Employee shall be entitled to fifteen (15) days of sick leave per year and all unused days of sick leave may be carried forward to future years.

Credit for unused days of sick leave shall be ,  
calculated retroactively to the initial date of employment.

### ADMINISTRATION

The "Incentive Day" provision shall be administered separately from the prevailing sick leave provision and shall in no way impact upon the benefits of the latter.

### MEDICAL EVIDENCE

After an employee has been absent from work due to an illness for a period of three (3) consecutive work days, the department head may require the employee to submit medical evidence in support of the employee's absence of work. In addition, the department head may require proof of illness of an employee on sick leave, whenever such requirement appears reasonable.

Failure of the employee to submit such evidence could result in the sick leave absence being disapproved and absence charged to absence without pay. Nothing herein shall preclude a department head in an appropriate case from requesting an employee to submit to a medical examination at Borough expense by a physician selected by the Borough or the

purpose of establishing the degree of incapacity of an employee or the employee's ability to resume the duties of the position.

Abuse of sick leave shall be cause for disciplinary action.

#### LEAVE OF ABSENCE ON-THE-JOB INJURY

When a permanent full-time employee is injured or disabled resulting from or arising out of his/her employment, the Mayor and Council may grant a leave of absence with pay, for said employee, provided that the Borough physician or some other physician appointed by the Mayor and Council shall certify to such injury or disability. When a leave of absence has been granted, the employee shall not be charged with any sick leave time for time lost due to such particular injury or disability. The Borough shall pay the employee his/her regular salary and the employee shall remit to the Borough any worker's compensation award for salary compensation.

An employee may not work at another job while on sick leave from the Borough, however, the Borough reserves the right to recall the employee to perform light duty if possible.

#### LEAVE OF ABSENCE OFF-THE-JOB INJURY

When a permanent full-time employee is injured or disabled not resulting from or arising out of his/her employment, the Mayor and Council may grant a leave of absence with pay, for said employee, provided that the Borough physician or some other physician appointed by the Mayor and Council shall certify to such injury or disability. When a leave of absence has been granted, the employee shall be charged with any sick leave time for time lost due to such particular injury or disability. The employee shall be paid through the Borough's disability income insurance coverage.

#### DEATH IN THE FAMILY LEAVE

In the event of a death in the immediate family of the employee, the Chief of Police may grant three (3) days leave with pay. Such leave shall be in addition to vacation leave and sick leave. If an employee has to travel over 500 miles, leave is increased to five (5) days. Immediate family is defined as mother, father, sister, brother, spouse, child, grandparent, grandchild, mother-in-law or father-in-law.



### LEAVE WITHOUT PAY

Any request for leave of absence without pay shall be submitted to the Chief of Police who will refer it with his recommendation to the Administrator. The Administrator will refer such request to the Mayor and Council with his recommendation for disposition.

### MILITARY LEAVE

In the event an employee is called for Reserve Duty in the Armed Forces of the United States for the fifteen (15) day summer leave, he/she shall be entitled to the difference between pay, and his/her regular Borough salary, for that period. The absence shall be in addition to regular vacation leave.

### PERSONNEL RECORDS

The Chief of Police shall keep personnel records for the Police Department. The records shall include dates of appointments and promotions, job actions, amounts of leave accrued and unused, and related matters. An employee is entitled to review the contents of his/her own personnel folder, but not of other employees. However, the Borough reserves the right to remove such records as medical, psychological, and psychiatric examinations; pre-employment inquiries; and background investigations, prior to review of the folder contents by the employee. The Chief of Police shall transmit all necessary records for payroll and benefit purposes to the Administrator.

An employee is expected to notify the Chief of Police

of any revisions in personnel information including changes of name, address, telephone number, marital status, insurance beneficiary or number of dependents. The Chief of Police shall transmit such revisions to the Administrator.

#### UNIFORMS EQUIPMENT AND PROPERTY ALLOWANCE

The Borough shall furnish appropriate uniforms to the employees of the Police Department.

Employees shall be responsible for damage to or loss of Borough property and equipment caused by negligence. In any event any damage to Borough equipment and/or property shall be reported immediately to the supervisor.

A clothing allowance of three hundred and fifty dollars (\$350.00) per man shall be allotted to purchase uniforms, including shoes. All uniforms except in emergencies shall be purchased for the department at one time.

In addition to the above clothing allowance, the Borough will provide in cash a total of \$150.00 in 1990 to each employee, for purchase of uniforms and equipment. In 1991 this payment will increase to \$200.00 for each employee, and in 1992 to \$250.00. The Borough will make an annual lump sum payment to each employee as soon as practical after adoption of the Municipal Budget.

Upon termination of employment, an employee shall return to the Borough any uniforms, equipment and or property assigned to him/her before the issuance of his/her final pay

### MATERNITY LEAVE

Female Employees may use their accrued sick leave and/or vacation leave for maternity purposes. The period of actual incapacity for work must be supported by a physician's certificate. The employee may request an additional absence as leave without pay.

### P. E. A. CONVENTION LEAVE

Employees shall submit a request for convention leave to the Chief of Police who in turn will forward such request to the Administrator. The Administrator will refer such request to the Mayor and Council with his/her recommendation.

### REQUEST OF LEAVE

Police Department personnel shall submit a written request for leave, annual, exchange or pay back, to the officer in charge of the work schedule on the prescribed form at least seventy-two (72) hours in advance where practicable. The Chief of Police shall approve requests for exchange for good and substantial reasons.

### PENSION SYSTEMS

All Employees covered under the Police and Fire Retirement System shall be governed by the requirements and provisions of the System relating to retirement benefits. The employee should notify the Administrator in writing at least three (3) months before planned retirement.

Longevity and holiday pay are included in base pay for pension purposes for an employee of his/her final one (1) year of service. Such employees shall notify the Administrator at least thirty (30) days prior to their final one (1) year of service.

### HEALTH INSURANCE

All permanent full-time employees shall continue to be provided with hospitalization and major medical Health Insurance coverage as presently in effect, to be paid for by the Borough. The hospitalization insurance is presently the Garden State Hospitalization Plan and the Major Medical Insurance is presently provided by Metropolitan Life Insurance Company.

In addition, all permanent full-time employees are eligible to be enrolled in a disability income insurance plan to provide against illness and disabilities that are not job related. Such insurance shall be provided at no cost to the employee. Details of this program are available from the Borough Administrator's Office.

The major medical insurance shall provide a \$200.00 deductible for the individual and a \$200.00 deductible for dependents, totaling \$400.00 for the entire family. The insurance plan will provide that the insurance company shall pay eighty (80%) percent on the next One Thousand (\$1,000.00) Dollars for the individual and eighty (80%) percent of the next One Thousand Five Hundred (\$1,500.00) Dollars, including the individual's One Thousand Dollars, for the entire family.

In the event the Borough wishes to change Insurance Companies, they will notify the Association of their intentions. However, during the term of this Agreement the aforesaid deductibles shall not be changed.

The Borough shall pay Hospitalization and Major Medical Insurance coverage for those employees who retire with twenty-five or more years of service, and disability or medical retirement regardless of the years of service. Such coverage will extend to an employee and spouse. The Borough will also pay for eligible dependents, as long as premiums for an employee and dependents remain at the same rate as premiums for an employee and spouse.

### DENTAL INSURANCE

Effective September 1, 1988, all permanent full-time employees are eligible to be enrolled in the dental program known and designated as Bollinger Associates Plan #1.

This plan covers all full-time permanent, active employees who work 30 hours or more a week. Also covered are husband or wife of employee and any unmarried children under age 19 (unmarried children up to age 23 if full-time student). The maximum benefit per individual per policy year shall be \$1,000.00.

The deductible shall be \$25.00 annually for Basic and/or Major Services, \$0 annual deductible for preventive services; \$50.00 family maximum.

The insurance company shall pay the following for services as provided in the plan: Preventive Services . . . 100%, Basic Services . . . 80%, and Major Service . . . 50%. The employee shall pay the balance of same.

In the event the Borough wishes to change Insurance Companies, they will notify the Association of their intentions. However, during the term of this Agreement the aforesaid deductibles shall not be changed.

#### TRAVEL ALLOWANCE

Any employee, who in the course of official Borough business uses his/her own motor vehicle, shall be entitled to mileage allowance at the rate of eighteen (18) cents per mile and, in addition, reimbursement for tolls.

Employees shall be entitled to reimbursement for meals when on Borough business and out of town during meal time, at the rate of four (4) dollars per meal, or more at the discretion of the Chief.

Reimbursement for lodging shall be made according to the discretion of the Mayor and Council.

A request for reimbursement shall be submitted to the Police Chief on the prescribed form for approval, who in turn, shall forward such request to the Borough Clerk-Treasurer, for payment. Expenses shall be supported by a detailed claim, and as appropriate, receipts for meals and tolls and lodging.

#### ATTENDANCE AT SCHOOL

When a Police Officer attends school for a job-related course or training session, he/she shall receive a day in compensatory time off for each day of school he/she attends



that he/she is not scheduled for work. The officer may apply for the compensatory time off, by submitting a standard request form to the officer in charge of the schedule.

#### REDUCTION IN FORCE

Whenever there is a lack of work or a lack of funds requiring a reduction in the number of employees, the required reductions shall be made as the Mayor and Council may designate. Permanent full-time employees shall be given a minimum of forty-five (45) days written notice.

#### RESIGNATION

Employees are expected to give thirty (30) days written notice of their intended resignation. All resignations shall be submitted to the Chief of Police and forwarded to the Police Committee.

#### TERMINAL LEAVE WITH PAY

A permanent full-time employee who retires after the completion of twenty (20) years service shall be entitled to thirty (30) calendar days leave with pay. Such leave shall be in addition to any other benefits due to the employee upon retirement.

### DISCIPLINARY ACTION

Any of the following infractions, but not limited thereto, may be cause for removal, suspension, demotion, subject to approval of the Mayor and Council.

1. Neglect of duty.
2. Incompetency or inefficiency.
3. Incapacity due to mental or physical disability.
4. Insubordination or serious breach of discipline.
5. Substance abuse while on duty.
6. Chronic or excessive absenteeism.
7. Disorderly or immoral conduct.
8. Willful violation of any of the provisions of the statutes, rules or regulations relating to the employment of public employees.
9. The conviction of any disorderly persons or more serious criminal offenses.
10. Negligence of or willful damage to public property or waste of public supplies.
11. Conduct unbecoming an employee in the public service which adversely reflects on the Borough.
12. The use or attempt to use ones authority or official influence to control or modify the political action of any activity during working hours.

#### GRIEVANCE PROCEDURE

It is the policy of the Borough that every employee at all times be treated fairly, courteously, and with respect.

(A) Whenever an officer of the Police Department has a grievance it shall be presented to the next superior officer in rank, as designated on the Police Department organizational chart. This officer shall attempt to resolve the matter within three (3) calendar days of its presentation. If he is unable to resolve the matter to the satisfaction of all parties involved, he shall notify the complainant in writing to that effect, before the end of the third calendar day.

(B) Upon unsatisfactory settlement of grievance through step one, the officer shall submit his grievance in writing to the next highest ranking officer, within five (5) calendar days of the time of notification in step (A). This officer shall arrange a meeting consisting of those officers involved in step (A), review

the grievance and attempt to resolve it.

If he is unsuccessful in settling the grievance, he shall notify the officer in writing to that effect, before the end of the fifth calendar day.

(C) This procedure shall continue through the office of the Chief of Police. If the Chief of Police is unable to settle the grievance satisfactorily, within five (5) calendar days of notification he shall designate an officer of the department to investigate the grievance.

(D) The finding shall be presented at a meeting with the Borough Administrator. This meeting shall consist of the officer submitting the grievance, the Chief of Police, and the investigating officer. The Borough Administrator shall attempt to resolve the grievance within seven (7) calendar days of the meeting and shall notify the Chief of Police and the grieving officer in writing as to the results of his efforts.

(E) If a satisfactory settlement has not be reached after steps (A) thru (C) have been taken, the Borough Administrator shall present the grievance to the Police Committee within fourteen (14) calendar days attended by the Chief of Police and the grieving officer. The Police Committee

shall attempt to resolve the grievance within ten (10) calendar days of the meeting and notify the Chief of Police and the grieving officer of the results in writing before the end of the tenth day.

- (F) Finding no satisfactory settlement of the grievance, it shall be presented to the Mayor and Council by the Chairman of the Police Committee. The Mayor and Council shall submit its decision in writing within fourteen (14) calendar days of the meeting to the Chief of Police and the grieving officer. Its decision shall be final.

#### SEVERABILITY

If any article, section or part of this program shall be declared to be unconstitutional, invalid, or inoperative, in whole or in part, by a court or body of jurisdiction, such article, section, or parts shall, to the extent that it is not unconstitutional, invalid or inoperative, remain in full force and effect and no such determinations shall be deemed to invalidate the remaining articles, sections or parts thereof.

#### TERMS AND RENEWAL

- (A) This agreement shall be in full force and effect retroactively from January 1, 1990 and shall remain in effect to and including December 31, 1992.
- (B) This Agreement shall continue in full force and

effect from year to year thereafter, unless one party or the other gives notice in writing, in accordance with the New Jersey Employer-Employee Relations Act, of a desire to change or modify the Agreement at least sixty (60) days prior to expiration date of the Agreement.

IN WITNESS WHEREOF, the parties hereto have here unto set their hands and seal at Fair Haven, New Jersey on this <sup>th</sup> 12 day of December, 1989.

FAIR HAVEN POLICE DEPARTMENT  
Section of PBA Local #184

By: \_\_\_\_\_  
\_\_\_\_\_

WITNESS:  
\_\_\_\_\_

BOROUGH OF FAIR HAVEN  
Monmouth County, NJ

By: \_\_\_\_\_  
\_\_\_\_\_

WITNESS:  
\_\_\_\_\_

# Why Small Towns Do Not Need Managers

**I** am writing this from a personal perspective, having been a city manager in two small communities, one in Michigan and one in Tennessee. There will not be a large bibliography or many references, only some opinions, thoughts, observations, suggestions, and solutions.

When talking with other people in the local government management profession (whether they are from a city, county, town, village, or borough), then looking at their problems with elected officials, one realizes that many larger communities do not have a professional manager and desperately need one, while conversely, many smaller communities do have a professional manager and do not need one. I know this thinking will not go over big with ICMA, nor will it be read by the elected officials of communities that need to read it the most. Elected officials will not believe what will be said herein, due to the fact they will not see themselves as being that "kind of community."

I have not determined where to draw the line between what is a small community and what is a large one. People have different opinions as to whether their community is big or small. Since more than 80 percent of all governing units in the United States have less than 5,000 residents and 90 percent have less than 10,000 residents (Schenker 1986), it is difficult to distinguish big from small. Instead of using population as my criterion, I will use "small thinking." I am going to say small thinking communities do not need professional managers.

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**Look**

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**For Some**

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**"Red Flag"**

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**Warnings**

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**Anthony Scally**

## The Definition

What makes a community a small thinking community? The first, and maybe most important, criterion is the refusal of the elected officials to acknowledge their community has any problems. They feel theirs is the greatest community in the world in which to live. A second problem elected officials have is the reluctance to give up any power they perceive they have received by being elected to the council or board. They believe they have inherited this power just by being elected. A transformation from being an average citizen to someone special occurs after they have won an election. This power becomes difficult to give up when they hire a manager or administrator.

In some communities, relinquishing this power never occurs and the manager/administrator becomes a go-fer instead of a manager. Elected officials must delegate the authority necessary to allow the manager to manage. This means giving up the perceived power they have as an elected official, allowing the manager the flexibility to hire and fire employees, deciding what work will be done, and choosing the company from which the community will buy its paper clips.

## The Manager

Professional managers are generally hired from outside the community. You will be looked upon as an intruder. People will question your ability to know their local government's needs and wants. The culture of a community might not allow an outsider to run the city's or town's daily business. Citizens feel that the elected official, who has lived there all their life, knows more than the manager. The problem with this thinking is that lifelong residents who think they know everything about the community really know very little about it, and nobody can

### Trying to find the

### real power base of

### the community

### is the toughest

### part of a new

### manager's job.

tell them differently.

It does not matter that a person moving into a community can see things that need correcting quicker and easier than people who have lived there all their lives. Elected officials are so close to the problem that either they do not see it, or worse, ignore it, hoping it will go away. The problem can also involve a friend or influential member of the community who supports an elected official. Trying to find the real power base of the community is the toughest part of a new manager's job. The power is usually not the elected official, but a silent base that has been present for years. This silent power can be as hard to motivate as the elected official.

## Age

Problem solving in a small thinking community has a correlation between the age of the elected body, the length of time these officials have been in their elected positions, and how long these officials have lived in the community. The longer for each criterion, the more retrograde the governing body, and the less that will be changed. This is a point you can

observe yourself if you doubt its validity. Check the age and longevity factors and see how much has really been accomplished in any community by looking back in the minutes of elected officials meetings.

Usually, you will find a pattern of putting off fixing community problems. The problem will not be voted on to be solved and eventually disappears from the minutes. Smaller thinking governing boards also will have a pattern of the occupation and/or affiliation elected bodies represented. The board will have one person who is retired and has absolutely nothing to do but hang around city hall. This might not be totally true, but each and every elected small thinking body seems to have one such person. They are usually the ones that know everything about the community, even though they have had no formal education in management, budgeting, personnel, or purchasing. They come from the school of hard knocks and can be more of a hindrance than a help.

The board will have a prominent businessman of the community or the community's largest employer. In the northern United States, the board usually has a woman, and in the south, a good old boy and no women. Once in a while, you will encounter a young person who does have a good educational background. If the town has a bank, the board will have a person who works for the bank; and if the community has a ward system you will find a blue collar representative. If you do not believe this scenario, check it out yourself and see how close my descriptions come.

## Why Problems Exist

This will give you a thumbnail sketch of why these small thinking communities have not been able to meet the demands of the 1990s. With the severe budget crises confronting all levels of government in 1990-91 and fu-



ture budget years, these small communities are faced with smaller budgets and larger expenditures. For years now, there has been an exodus of businesses from small cities and towns all across America, causing a loss of tax base and tax revenue. With the prospect of revenue being curtailed even further, these elected officials have entered into a crisis stage of governing. Thus begins the search for an "instant fix" to all of the problems that have built over the years. Failure to face these problems has not changed over the years; which causes the communities to become rigid and unable to adapt (Glueck 1971).

These problems have been compounded by the precipitous drop of citizen participation within the community. People no longer run for elected offices, donate their time to volunteer programs, or volunteer for fire and police work. Some have dropped out of the political process completely. This dropping out promotes the return of incumbent elected officials, which perpetuates bad governing and stymies new ideas.

The citizens also demand the public official provide new, and sometimes expensive, programs for the community without raising taxes. The elected official must then take drastic measures to please the voters. One alternative is to hire a manager/administrator. Some communities might have already adopted the manager/administrator form of government into their charter, while others must present this to the public for adoption. Since the elected official really does not want to go in this direction and is doing so only out of desperation, it makes a new manager's or administrator's job impossible.

### What Do They Want?

In reading the advertisements in the *ICMA Newsletter* over a year's time, (ICMA 1989), a pattern emerges of

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the requirements communities are seeking in a manager or administrator. Minimum requirements include a bachelor's degree in public administration and preferably a master's degree, experience in budgeting, personnel, planning, economic development, industrial park development, downtown revitalization (or the revitalizing of an older neighborhood, which relates to the "quick fix" syndrome), and a professional with proven leadership.

This is really an oxymoron in smaller communities. Professional managers must learn that they will be working with elected officials that are less educated, less trained in public administration, and will not under-

stand modern managing techniques. How will elected officials recognize professionally proven leadership if they themselves do not have any professionalism or proven managerial leadership? I have sent resumes to many smaller communities and never received an acknowledgment of having received my resume or, in some cases, no letter at all concerning the position. How can you advertise for professional managers when you treat them in an unprofessional manner?

A person looking at these ads should note some "red flags" that pop up, warning you a rough time can be had by all if you accept these positions. Watch for ads that say "must like small town" or "new position" or "previous manager retiring after 30 years." These communities would be better off hiring a local person who will be there in title only.

This local person will try to keep everybody happy, especially the people working for the manager. One example is the community I worked for in Michigan. Before I was hired as city manager, the city had hired a local woman as city manager. She was born and raised in the community, was a very close friend of the mayor, had no formal education past high school, and had never been a city manager. She was friends with everybody, as you would expect in a small community. What happened was basically nothing—no problem was solved and the employees ran the community, including getting seven weeks' vacation after 10 years' service, 14 paid holidays, and 2 sick days a month with no cap on accumulation. Get the picture?

### Look About You

As we drive through small communities in America, one observation becomes obvious. These communities have a lot of empty buildings, little industry, and a large stock of older housing. Rural communities have

been hit harder by the exodus of business and population than urban communities. The smaller community has become stagnant or lost population, its population base is aging and local business has moved to a nearby population center—usually the county seat. This move has been precipitated by the ability to travel by automobile to the larger city more quickly and efficiently. Traveling 30 to 40 miles to go shopping today is common.

With the community population aging and older people not wanting to leave their homes, the younger people of the community have very few housing choices, which forces them to move where housing is available. One of those housing choices is the mobile home. How does the local elected official react to this type of housing? "We do not want that kind of housing in our community." In reality, it is exactly what the community needs.

An even greater struggle occurs over revitalizing the downtown of the smaller community. The town might have a local gas station/convenience store, a couple of bars and restaurants, a funeral home, maybe a drug store, and a lot of empty buildings. Some buildings might have been empty 10 to 15 years and are beyond repair and redemption. The best thing the council could do would be to tear these buildings down. But does it? Not if the owner is a long-time resident and friend of the mayor or the council.

Smaller cities will not have a master plan and, in most instances, will not have plans for the future. They rarely look into the next week or month, much less the next year or 10 years. They are very happy with the past. They visualize today as the past and are happy that all is well. This also holds true for the daily operation of the community. Do not plan on periodic equipment replacement. Their motto is "if it ain't broke, don't replace it." Even though the police car

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has more than a hundred thousand miles no it, keep it until it falls apart. If you have a computer system (that new-fangled gizmo) that is obsolete, never buy a new one so that employee productivity can be improved. (Yes, you can measure employee productivity in the public sector.)

## **Personnel**

Which brings us to personnel matters. The area of public administration where you need the best program possible is in the area of hiring employees. Poor employees cause you more grief than any other area

of management. The smaller community has a larger percentage of poor employees than any other form of government. The spoils system is not dead in the smaller community; nepotism is rampant, and good personnel practices are non-existent.

Both communities I worked in followed a pattern of hiring. New employees were either friends and/or relatives of present employees or friends and/or relatives of the elected officials. This caused very sloppy personnel practices. In one position, no background checks were done on newly hired employees, including checking to see if the employees had a valid driver's licenses. When I had the employees checked who were driving city vehicles, I found two did not have a valid driver's license. I also discovered two police officers did not have high school diplomas, nor had they gone through the police academy to be certified, both state law requirements for police officers.

In another position, six of the eleven employees were close relatives of each other (brother, uncle, son, and sister). In one place, of the five employees working in town hall, two were sisters, one was a sister-in-law. Three brothers were in the Public Works Department, of which one was a department head supervising the other two, which was against adopted town regulations.

Job descriptions or pay classifications did not exist, which led to the favorite employees of the elected officials getting the largest pay raises, causing a high employee turnover. Within one year, a supervisory change occurred in five of the eight departments. Eight of the nine employees hired while I was there quit within six months to take better jobs after they had acquired the work experience. The elected officials had very little knowledge of state or federal laws concerning employee rights. According to them, the employee had no rights.

## Status Quo

Small communities can become closed systems that shut out any new ideas and, even worse, do not recognize old problems that need correction. Small local governments might be the ultimate bureaucracy, tending to use their power to maintain the status quo, rather than promote change or innovation (Blau 1987). This inertia and self-preservation has rendered existing elected bodies incapable of change. They become reactive instead of proactive. They will refuse to acknowledge their economic decline until it is too late. Anything new will have to be accommodated to much that is old (Gorman 1976), which, in many cases, means nothing new will be proposed. They believe in an old myth that to never raise taxes is a great accomplishment for an elected official. If you do not raise taxes, businesses will beat a path to your door and, more importantly, the voters will love you and reelect you over and over again.

Their obedience is to traditional authority wed to the past. What rules exist are those that have operated in the past (Blau 1987). You will hear them say, "We have always done it like this." It is the most frequent response from a closed town to a new idea. When hiring a professional manager, the elected official will not listen to the manager, but instead listen to the employees who are neighbors, friends, and, more importantly, a local person. This inbreeding inhibits any new ideas. If adopted by the elected officials, these ideas could improve productivity, which means it is a bad idea for the employee who also has always done it one way.

## Progressive Communities

I must pause here and switch from the negative to the positive. There are progressive, modern, innovative, smaller communities that do not fol-

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low the above-mentioned parameters. These communities allow the manager to manage, they listen to new ideas, they have good hiring practices with job descriptions and pay classifications. They have recognized the problems of their community and are doing something to correct these problems. They are actively recruiting new business, not expecting the business just to come to their front door. They do raise taxes in a slow, manageable way with a master plan to let the citizens know where their tax dollars are being spent.

They have recognized you cannot have a cozy, friendly relationship with every person in town and have

economic growth, new housing, or the revitalization of an older neighborhood. They are willing to surrender that perceived power elected officials think they have, and give the authority to the manager to manage. They have a master plan or a list of goals and objectives with priority items that will be implemented and followed through to completion.

These communities have not listened to the nay-sayers and can't doers. They have tried to mobilize the business community, tried not to make decisions strictly on a political basis and, most importantly, stood behind the manager they have hired.

## Suggestion

The elected officials of a small community should not hire a manager or administrator if they are not willing to let go of the authority necessary to improve community operations. They should not look upon the manager as the new kid on the block who is an outsider and intruder. The new manager is now a part of the community, and should be treated as such. If officials are not going to accept them into their family, they should not hire them. **DM**

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